



CITY OF DURHAM | DURHAM COUNTY
NORTH CAROLINA



PLAN AMENDMENT REPORT

Meeting Date: April 1, 2013

Reference Name	Triangle Curling Club (A1200016)	Jurisdiction	City
Applicant	Triangle Curling Club		
Request Changes in Comprehensive Plan Designation	Office to Industrial		
Site Characteristics	Tier:	Suburban	
	Present Use:	Single-Family Residential	
	Overlays: None		
	Size:	7.2 acres	
Location	South of So Hi Drive and west of Ellis Road		
PIN(s)	0739-02-77-3978		
Recommendation	Staff	Approval, based on conditions warranting an amendment to the Future Land Use Map and the proposed land use pattern meeting the four criteria for plan amendments.	
	Planning Commission	Approval, February 12, 2013, 11-0, based on information provided in the staff report, the justification, information heard at the public hearing, and meeting the criteria for plan amendments.	

A. Summary

The applicant, Triangle Curling Club, proposes to amend the Future Land Use Map (FLUM) in order to develop an indoor recreational facility. The amendment would change designation of the 7.2 acre parcel, located south of So Hi Drive and west of Ellis Road, from Office to Industrial. The zoning map change associated with this Plan Amendment is case Z1200027.

B. Site History

A single-family home was built on the site in 1973. The site was annexed by the City of Durham in 1987. Under the Triangle Township Plan, adopted in 1993, the site's future

land use designation was Office. This designation was carried forward to the *Durham Comprehensive Plan*, adopted in 2005.

C. Existing Site Characteristics

The site is currently occupied by a vacant single-family home that is in a state of disrepair. The home lies in the northwest corner of the property. Approximately 80 percent of the site is forested, with mixed hardwoods dominating. Stormwater runoff from the site flows south, toward Northeast Creek. Northeast Creek diagonally crosses the adjacent property to the south, flowing from northeast to southwest.

D. Applicant's Plan Amendment Justification

The project site consists of a single lot located at the southeast corner of the intersection of So Hi Drive and Ed Cook Road. Current surrounding land uses are all Research Park. The parcel directly across So Hi Drive is vacant but zoned residential, and the parcel diagonally across So Hi at Ed Cook is zoned industrial. Future Land Use Map designations for those same parcels are consistent with the current zoning.

The applicant requests to amend the Future Land Use Map for the parcel in question from Office to Industrial. The applicant states that the proposed Industrial designation will allow the applicant to apply for Industrial zoning, which the applicant maintains is the only feasible zoning district that would allow the applicant to construct an indoor recreational facility for curling. The current Office designation does not allow indoor recreational facilities. The applicant states that the proposed industrial designation is compatible with the existing industrial designation across the street and more in keeping with the existing science/research applications designation that surrounds the site. Staff's opinion is that both the existing Office designation and the proposed Industrial designation are compatible with designations on surrounding land. Staff agrees with the applicant that the existing Office designation does not support development of the site as an indoor recreational facility. Therefore, the proposal is warranted and a review based on the four criteria for plan amendments follows.

See Attachment 4 for the applicant's complete justification statement.

E. Criteria for Plan Amendments

The Unified Development Ordinance (UDO) contains criteria for the Planning Commission to use in considering proposals to amend the *Durham Comprehensive Plan*. (See Section 3.4.7, Criteria for Planning Commission Recommendations). The proposed plan amendment has been evaluated against these criteria.

- A. Whether the proposed change would be consistent with the intent, goals, objectives, policies, guiding principles and program of any adopted plans;
- B. Whether the proposed change would be compatible with the existing land use pattern and/or designated future land uses;

- C. Whether the proposed change would create substantial adverse impact in the adjacent area or in the City or County in general; and
- D. Whether the subject site is of adequate shape and size to accommodate the proposed change.

1. Consistency with Adopted Plans and Policies

The *Durham Comprehensive Plan* is a policy document intended to guide growth and development in an organized and efficient manner. The Plan addresses a range of topics related to land use, housing, community character, environment and conservation, transportation, and more. Evaluating the proposed Plan Amendment for consistency with these relevant policies is crucial in determining if changing the Future Land Use Map is appropriate.

Table 1: Relevant <i>Comprehensive Plan</i> Policies
Industrial <i>Policy 2.4.2c. Location of Industrial Uses.</i> Through the Future Land Use Map, ensure that new industrial uses have direct access to Major Thoroughfares, Minor Thoroughfares, or Collector Streets to protect the character of neighborhoods.
General <i>Policy 2.3.1b. Contiguous Development.</i> Support orderly development patterns that take advantage of existing urban services, and avoid, insofar as possible, patterns of leapfrog, noncontiguous, scattered development within the Suburban Tier.

The site is adjacent to So Hi Drive, with access to NC 147 (Durham Freeway) to the east and Northeast Creek Parkway, a major thoroughfare, to the southwest. Therefore, the site is consistent with Policy 2.4.2C. In addition, the site is contiguous with industrial land to the east, west and south, and is therefore consistent with Policy 2.3.1B.

Staff Conclusion: This proposed plan amendment is consistent with adopted plans and policies, and meets criterion 3.4.7A.

2. Compatibility with Existing Development and Future Land Use Patterns

The site is within the Suburban Tier and is bounded on the west, south and east by Research Triangle Park.

Table 2: Area Land Uses and Designations		
	Existing Uses	Future Land Use Designations
North	Vacant	Low Density Residential (4 DU/Ac. or less) and Low Medium Density Residential (4-8 DU/Ac.)
East	Preschool facility	Research/Research Applications
South	Vacant	Research/Research Applications and Recreation/Open Space
West	Vacant	Research/Research Applications and Industrial

Existing Uses: The site of the proposed plan amendment is bordered to the north, west, and south by vacant, undeveloped land. A preschool facility occupies the property adjacent to east side of the site.

Future Land Use Designations: All land to the west, south, and east, immediately adjacent to the proposed site, is designated Research/Research Applications. Land to the north, across So Hi Drive, is designated Low Density Residential (4 DU/ac. or less).

Analysis: The site is surrounded on three sides by land designated Research/Research Applications, one of Durham's Industrial land use categories. Therefore, an Industrial designation for the property is compatible with contiguous land.

Staff Conclusion: The proposed plan amendment is compatible with the existing land use pattern and designated future land uses in the area and, therefore, meets criterion 3.4.7B.

3. Adverse Impacts

Infrastructure:

A theme found throughout the *Durham Comprehensive Plan* is ensuring that the pace of urbanized growth does not exceed the ability to provide essential services (*Objective 2.3.2, Infrastructure Capacity*). Toward that end, *Policy 2.3.2a, Infrastructure Capacity*, directs the City-County Planning Department to consider impacts to the capacity of existing infrastructure when evaluating changes to the Future Land Use Map and Zoning Atlas. More detailed information follows; however, it is important to note that the impacts are measured based on the maximum potential impact, and not specifically what is proposed to be built.

Durham Comprehensive Plan Policy 8.1.2a, Traffic Level of Service (LOS) Standards, states that the LOS for roads in the Suburban Tier shall achieve a minimum of LOS D.

Analysis: So Hi Drive is the major road impacted by the proposed development. There are no scheduled NCDOT roadway improvement projects in the area. The impacted segment is designed to accommodate 11,900 average daily trips (ADT), and according

to the most recent traffic volume count there were 4,200 average daily trips (AADT) (35% of capacity). Development under the proposed Industrial designation would be unlikely to result in more traffic than the existing Office designation.

A detailed assessment of traffic impacts and commitments is included in the zoning map change staff report.

Future Demand for Land Uses:

Durham Comprehensive Plan Policy 2.5.2e., Demand for Land Uses, states that in evaluating Plan Amendments, the Governing Boards and the City-County Planning Department shall consider the projected need for the requested land use in the future.

Planning staff project that by 2035, approximately 6,700 acres will be needed to accommodate industrial land demand. The adopted Future Land Use Map designates approximately 14,000 acres for industrial purposes. Planning staff project that by 2035, approximately 4,600 acres will be needed to accommodate office and institutional land uses. The adopted Future Land Use Map designates approximately 9,300 acres for office and institutional land uses. Therefore, there is sufficient land to accommodate the change.

Staff Conclusion: The proposed plan amendment is unlikely to create adverse impacts in the adjacent area or in the City or County in general and, therefore, meets criterion 3.4.7C.

4. Adequate Shape and Size

The area requested for amendment is approximately 7.2 acres in total, and is of sufficient shape and size for industrial development in the Suburban Tier.

Staff Conclusion: The site is of adequate shape and size to accommodate the use pursuant to the proposed change and, therefore, meets criterion 3.4.7D.

F. Notification

Staff certifies that notification, including newspaper advertisements and letters to property owners within 1,000 feet of the site, has been carried out in accordance with Section 3.2.5 of the UDO. The following neighborhood organizations were mailed notices:

- Center of the Region Enterprise (CORE)
- Friends of Durham
- Northeast Creek StreamWatch
- Unity in the Community for Progress
- Fayetteville Street Planning Group
- Inter-Neighborhood Council
- Partners Against Crime – District 4

G. Recommendations

Staff believes that there are circumstances to warrant amending the Future Land Use Map, and that the request meets the four criteria for plan amendments, and therefore recommends approval of the request.

Planning Commission recommended approval, based on information provided in the staff report, the justification, information heard at the public hearing, and meeting the criteria for plan amendments, 11-0, on February 12, 2013.

H. Staff Contact

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I. Attachments

Attachment 1, Proposed Change
Attachment 2, Area Context
Attachment 3, Aerial Image
Attachment 4, Applicant's Justification Statement
Attachment 5, Planning Commission Comments
Attachment 6, Resolution